

## STAFF REPORT

**To:** Planning Commission  
**From:** Barbara Kincaid, Senior Planner  
**Date:** September 10, 2010  
**Subject:** Toledo Urban Growth Area Amendment Proposal

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### ISSUE

The City of Toledo has submitted the attached proposal to expand its Urban Growth Area by approximately 149 acres to accommodate additional population over a 20 year planning horizon. This proposal is being processed as a Comprehensive Plan amendment consistent with Lewis County Code and the Growth Management Act. It is part of the coordinated South County Subarea planning effort.

### BACKGROUND

The City is a partner and stakeholder in the subarea planning process. This began several years ago after the City submitted a UGA expansion request totaling about 184 acres. At this time, the County was under invalidity and much of the land in the Toledo request (and surrounding the City) was subject to the invalidity order. The City withdrew its request until after the County completed its ARL analysis and designation.

As work continued on the ARL issue, the County, Cowlitz Indian Tribal Housing, and the cities of Toledo, Winlock, and Vader worked on the first phase of the subarea plan. This included compiling data and conducting studies on market conditions, utilities, transportation, and the environment to support future land use decisions.

The second phase of the subarea plan began after the County completed its ARL designation. This concluded with the identification of areas that - based on the analyses, conclusions, and findings developed from the data and studies and the ARL decision- would be suitable locations for more intense, urban development.

Of these, an area of about 267 acres adjacent to the west side of the City's boundary met certain suitability factors. These include parcel sizes and ownerships, topography, critical areas, priority areas, and existing development.

Toledo conducted an independent land needs projection to support its need for more urban land to support its future population and the proposed expansion area. This report analyzes the City's proposal to provide a recommendation for future action.

## **ANALYSIS**

The Lewis County Comprehensive Plan states that urban growth areas means those areas designated by a county pursuant to RCW 36.70A.110. This statute and the guidelines in WAC 365-196-310 lay out the framework for this review.

- **An urban growth area may include territory that is located outside of a city if such territory is already characterized or is adjacent to an area already characterized by urban growth.**

This proposal is adjacent to city limits and the City is largely built out. Therefore, this test is met.

- **Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur based on the growth management planning population projection selected by the county from within the range provided by the office of financial management (OFM).**

The County and cities work together through the Planned Growth Committee (PGC) to select a population projection from within the range provided by the OFM. The PGC allocates portions thereof to the cities, urban growth areas, and rural lands for the twenty year planning horizon. This proposal is consistent with the Toledo allocation of 1,131 people projected to 2030.

- **Urban growth areas may not exceed the areas necessary to accommodate the growth management planning projections, plus a reasonable land market supply factor, and shall permit urban densities and include greenbelt and open spaces.**

The following formula used by the City to justify its land needs meets these criteria.

Current population of 695 subtracted from 20 year population of 1131 equals 436 new people the City must accommodate.

At 2.46 people per household (from Toledo Comp Plan), the City estimates it will need 186 more housing units (assumes a 5% vacancy rate).

The City calculated total acreage within city limits and UGA and separated right of way to find there are 352 acres in total of which 61 acres are devoted to right of way, 158 acres are

residential, 25 acres are commercial, and 108 acres are public lands.

Based on current zoning, a maximum allowable density of 5.5 dwelling units per acre and minimum allowable lot size of 8,000 sq. ft. for single family units, and constraints due to the existing built environment, topography, critical areas, open space, and localized site specific issues, the City concluded that there is currently enough vacant or underdeveloped land to support 77 new dwelling units.

After subtracting 77 from the 186 units needed, the City finds a deficit of land available for 109 new units which equates to a need for 31 acres for residential development.

The projection adds additional land for non residential uses by using the current ratio between residential and non residential uses to estimate that it will need about 5 acres for commercial development, 21 acres for public and semi public lands, and 12 acres for right of way. After adding a reasonable market factor of 25%, the total projected land need is 86.25 acres.

Of the 149 acres included in the City's request, 20 acres are constrained by critical areas, 18 acres are built out for residential use, and 20 acres are devoted to Sorenson trucking company and Toledo telephone. This leaves 91 acres available to supply the 86.25 projected lands needed.

- **Urban growth area designation shall include consultation by the county with each city located within its boundaries. The adoption, review and amendment of the urban growth area should reflect a cooperative effort among jurisdictions consistent with county-wide planning policies.**

The City brought its proposal to the PGC for consultation and review. The Committee approved and forwarded to the Planning Commission for consideration.

- **Urban growth area proposals with the purpose of accommodating projected urban growth should evaluate potential for infill and redevelopment within existing municipal boundaries or urban areas.**

The City's projection demonstrates that it is largely built out. Critical area considerations such as the Cowlitz River, floodplains, associated wetlands, and sensitive aquifer areas dominate the existing municipal boundaries. The effect of which is the city is not able to achieve allowable densities through infill or redevelopment.

- **Urban growth areas should be defined so as to facilitate the transformation of services and governance during the planning period including the anticipated ability to provide public facilities and public services over the planning period.**

The City states its intention to amend its Comprehensive Plan, General Water and Sewer Plans, and development regulations to zone the new urban area. Lewis County Code adopts the cities plans by reference. These actions should ensure that as growth occurs, most lands within the urban growth area would ultimately be governed by the city and that the city would provide public facilities and services either directly or by contract.

- **Urban growth area amendments must be accompanied by information that shows which capital facilities and services are necessary and how they will be provided to any potential new portions of the urban growth area concurrent with future development.**

The proposal includes an analysis of how the City currently provides adequate public facilities and services. These include a combination of public and private services.

The proposed UGA is located within Toledo School District #237. The District recently completed a Capital Facility Plan which is consistent with the projected population.

The area is currently served by Lewis County Fire District #2 and it appears that the District would have the capacity to continue service. The nearest fire station is less than a mile away from the proposed UGA.

The Lewis County Sheriff's Department currently protects the area. The City does have a police force with capacity to provide police service.

Telecommunications and electricity providers currently serve the area and it appears there is capacity to meet future demands resulting from growth.

The transportation system includes city and county roads. Roads in the expanded UGA area would continue to be part of the county road system. A recent study looked at capacity of county roads in the area and concluded that the existing system has capacity to serve new growth.

The City is the provider for water and sewer in the city limits and it's UGA. The information provided shows that the City will need to make significant capital investments to improve capacity in both systems to serve new growth. Capital improvements and financing for future improvements is planned although the City will need to make amendments for the new service area. The City is working with the County, Vader, and Winlock on a regional utility option. The City recognizes that providing service for the new area will trigger amendments to its general water and sewer plans and the capital facilities element in its Comprehensive Plan but these

changes will depend upon outcome of the regional utility strategy. For the sake of concurrency, the City may need to also need to develop phasing strategies to ensure that adequate public facilities are available when the impacts of development occur, or within a specified time thereafter.

## **RECOMMENDATION**

Staff recommends approval of the proposed Toledo Urban Growth Area expansion of 149 acres on the basis that it is consistent with GMA, the County's Comprehensive Plan, and Countywide Planning Policies based on the following conditions.

- Pursuant to Countywide Planning Policy 1.3, the urban growth area must include entire rights of way of public streets, roads, or highways.
- The City will amend its Comprehensive Plan and general water and sewer plans to incorporate new urban growth area.